

# National e-Governance Initiative

## Agenda for the X 5-Year Plan (Revised on March 15, 2002)

### 1. e-Governance and e-Government

There is a lot of discussion and interest generated globally on the concepts of e-Governance and e-Government. Though both these terms are used interchangeably, 'e-Government' refers to the larger process of using IT for improving both the internal operations of the Govt. as well as its external interface in several forms, while the term 'e-Government' relates mostly to improving the Govt. interface with the citizens and the business.

### 2. Components of the National Agenda for the X Five-year Plan

The National Agenda for the X Five-year Plan may consist of the following components :

- Defining a **vision** for the National e-Governance
- Designing appropriate **architectures** that enable realization of the vision
- Creating the **Infrastructure** in conformity with the architectures
- Developing appropriate **frameworks** for resource mobilization and implementation
- Implementing a set of **core initiatives**
- **Capacity building**

This approach paper attempts to outline the above components.

### 3. e-Governance Vision

The e-Governance vision differs from country to country, state to state, and region to region as it should reflect the needs and aspirations of those countries, states and regions. However, a certain commonality exists in the expectations of the stake-holders, namely, the Govt. on one hand and the citizen/business on the other. The following table brings out these expectations as viewed from the Government's point and as viewed from the citizen/business point.

Government's View	Citizen/Business View
Efficiency	Speedy service
Transparency	Fair trial / audit-ability
Equity/Social justice / Inclusion	Accessibility / Spread / Regional language
Cost effectiveness	Affordability, value proposition
Simplicity	User-friendliness, self-service
Responsiveness	Interactivity

Participating	Consultations, democratic
Security	Trust
Consistency	Expect-ability
Integration / Collaboration	Convenience, cost and time saving, citizen centric

It is necessary to involve all the stakeholders in developing the vision. The stakeholders should cover a good cross section of citizens, NGO's, politicians, professional groups, farmers, students, artisans, organizations of weaker sections, employees, representatives of local bodies like municipal councils & Gram Panchayats etc. The exercise should be based on the concept of inclusion and specifically address issues of digital divide.

The vision and the implementation plans that emerge out of this exercise should be reviewed periodically to reflect the dynamic changes that occur on both the demand and supply sides of e-governance.

#### **4. Varying degrees of development of e-Governance among the states.**

Within India, there is a tremendous divergence in the extent of implementation of the concept of e-Governance. It is, therefore, not possible to come up with a framework for implementation of e-Governance which is straightaway applicable to all states and the Central Government. In this context, it is necessary to develop a simple diagnostic tool for assessing the 'e-readiness' of different states or different departments of GoI. The table below indicates a suitable diagnostic framework:

Parameter	Weightage	Readiness index			Measure of
		Poor	Medium	Good	
Computer to employee ratio (No of computers per 1000 employees)	15	<10 (0-6)	10-20 (7-14)	>20 (15)	Competency
Statewide WAN up to district level	15	NA	<2 yr	>2 yr	Connectivity
Enterprise-wise applications running successfully for 1 year	20	<5 (0-9 prorata)	5-10 (10-19 prorata)	>10 (20)	Content
Investment in e-G over 3 years (Public+Pvt.) cumulative	20	75< (0-9 prorata)	75-200 (10-19 prorata)	>200 (20)	Capital
Portal containing Info on Depts/ providing citizen Services	10	NA (0)	In pipeline (5)	Operational (10)	Citizen interface
Overall e-Gov architecture	20	NA (0)	Partly avails (10)	Comprehensive (20)	Planning

The states / GoI departments may be ranked using the following scale:

0-40 - poor  
41-70 - medium  
>70 - good

The above assessment will be useful not only for adopting the appropriate strategies but also in regulating the plan assistance to the various states. The formula for plan assistance in e-Government program should be designed such that there is sufficient encouragement for the states which are in the 'medium' and 'good' categories while the states in the 'poor' category will be persuaded to take sufficient initial steps using their own funds till the time they get into the 'medium' or 'good' category. States with situational disadvantage like the NE States, will be treated on a different footing.

**5. Priorities at national level :** Frameworks have to be built at the national level on the following lines on top priority.

- **ARCHITECTURES**
  - Technology Architecture
  - Infrastructure Architecture
  - Security Architecture
  - Functional Architecture
- **BPR**
  - Admn Reforms
  - Legal Reforms
- **People**
  - Change Mgt
  - Training
- **Implementation**
  - Resources
    - Public Private Partnership
    - Public-NGO Partnership
  - Project Development & Mgt.

## **6. Consultancy on developing the architectures**

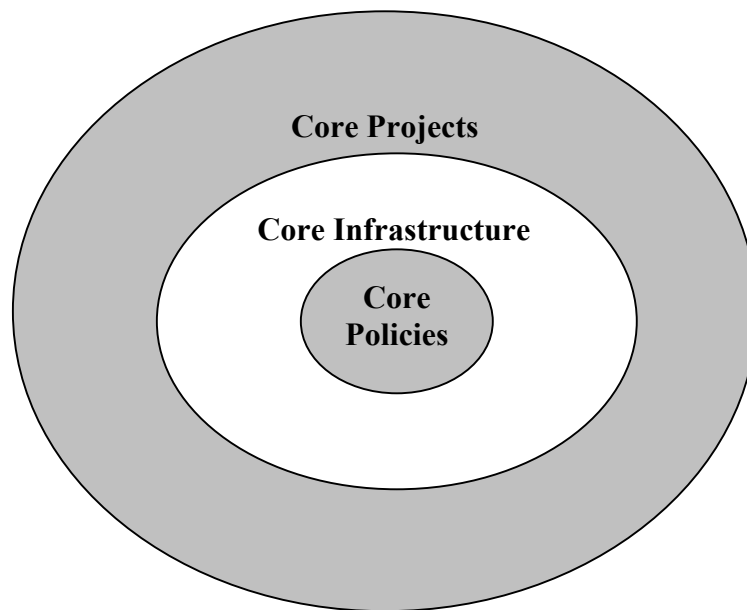
- It is necessary to appoint globally renowned consultancy firms through a competitive evaluation process for designing the architectures referred to above. The benefit of evolving these architectures are:
  - Adopting open global standards in various technology areas
  - Development of Scalable and inter-operable systems
  - Avoidance of duplication across departments
  - Developing the 'big picture of e-Government' at the national level
  - Establishing linkages between various IT projects *a priori*

- Ensuring adequate security at each level
- Preparation of a blue print for e-Governance at GoI / State levels, which indicates the “as is” and “to be” status, identifies global best practices in each sector and suggests a business model to be adopted in each sector.

## 7. Giving a quick start to the core initiatives

There are certain **core initiatives** (policies, infrastructure and projects) the implementation of which is critical to an all round and rapid progress. These initiatives cut across departments and agencies and are applicable throughout the country.

The Core initiatives are depicted below :



Examples of the core initiatives are given below:

- **Core Policies**
  - National e-Governance Architecture
  - Security Policy
  - Policy of Standardization of data definitions
  - Change management among employees
  - National language interface
  - e-Learning
  - Inter-State protocols for data communication and sharing
  - EDI & EFT policies
  - Promotion of entrepreneurship at all levels
  - Policy on financial support to NGO's implementing e-gov projects
  - Policy on User Charges
  - Policy on PPP
    - Public Private Partnership

- Public-NGO Partnership
- **Core Infrastructure for e-Governance**
  - National e-Government Intranet
    - State-wide Intranets
  - National e-Government Data Centre
    - State Data Centres
  - Network of R&D & Training Institutions
    - NISG
    - Centre for Good Governance AP
    - E-Gov units of IIM's/ IIT's
    - State Institutes of Administration
    - LBSNAA
- Public Key Infrastructure
  - Service Delivery Infrastructure at State, District , Block & Village levels
    - Citizen/Business Service Centres
    - Information Kiosks
- **Core Projects**
  - SMART CARD / National ID Card
  - Computerization of Revenue earning departments
    - Income tax, Customs, Excise etc., at the Central level
    - VAT, Registration, Transport at the State level
  - Generic office management systems for Central & State Govt departments
  - India portal
  - e-Procurement
  - Human Resource Management System

## **8. The Big Picture of National e-Governance.**

It is necessary to paint the big picture of National e-Governance as it would bring the following advantages:

- Relative importance of various initiatives
- Inter-linkages of various projects
- Development of re-usable projects / components
- Feasibility of sharing of best practices across states
- Attracting private investments into e-governance sector
- Faster roll-out

Based on the exercise made in Andhra Pradesh, where such a Big Picture has been evolved for the State, an attempt has been made at painting the big picture at the national level. It is shown in the Annexure. There is scope for a several-fold improvement to this, which can be achieved through a global consultancy. The Big Picture should incorporate all the core initiatives – policies, infrastructure and projects- in one frame.

## 9. The e-Governance Blue Print :

Simultaneous with the development of the Big Picture, an attempt should be made to survey the 100 largest Ministries/ departments/ agencies of GOI that have a significant place in the process of governance. This can be done in a relatively short time frame by engaging external consultants. The purpose of this exercise is to prepare a set of documents that bring out the following aspects :

- Mission / objectives of each organization
- State of computerization
- Global best practices in use of ICT in that sector
- Gap analysis
- Suggested business model for implementation
- Linkages with other organizations of GOI/ States / external agencies and standards to be maintained for each interface.

Such a blue print would enable the departments to proceed fast on the path of e-government while maintaining inter-operability and scalability. The headway made in AP in this regard should be made widely known .

## 10. Suggested structure of CSS for e-Governance

It is necessary to infuse investments from the GOI to give a thrust to the e-Gov initiative. This is essential because e-Gov can not be developed in isolation by the GOI since there is an organic link between the developments in the Centre and states in this area. It should be a mix of GOI schemes and shared schemes as indicated in the table below :

<b>GOI Schemes</b>	<b>100 % GOI funded but implemented by States</b>	<b>50 % GOI 50 % State -funded</b>	<b>100 % funded by the states</b>
Architecture	e-learning	State IT architecture	State Intranet
Core initiatives at national level ( section 7 above)	Change management and employee incentivization	State level core initiatives	Departmental IT projects ( non-core)
GOI departments	Administrative reforms	Delivery mechanism ( Kiosks, Service centers)	
Inter-state protocols		State Portal	

The above is an illustrative list and can be refined considerably.

The guidelines on implementation of the various schemes under the CSS should be flexible enough to take care of the regional variations, but rigid enough in areas like enforcement of standards and architectures.

Simple but reliable tools should be designed and built into the schemes and projects for monitoring and metrics.

Cost-effective solutions shall be encouraged.

An approximate assessment of the requirement of financial resources for implementation of e-Gov at the State and central govt levels yields a figure of Rs 40,000 crores. However, by adopting appropriate architectures and policies, it is possible to eliminate duplication of efforts and optimize the requirement to about Rs 20,000 crores. It is possible to tap 60 % resources from the private sector by structuring appropriate PPP frameworks. The following is estimated requirement of funds during the plan period :

▪ Total requirement on a conventional implementation model	Rs 40,000 cr
▪ Optimized requirement	Rs 20,000 cr
▪ Government share ( 40 %)	Rs 8,000 cr
▪ Private sector share ( 60 %)	Rs 12,000 cr
▪ GOI share	Rs 4000 cr
▪ Share of States ( all states put together)	Rs 4,000 cr

It is necessary to refine and validate the above model and superimpose the sharing model suggested in the above table so that the CSS can be administered accordingly.

It is necessary to provide extra allocations for the NE States and certain special areas.

## 11. Role of NIC

It is absolutely essential to rethink the role of NIC in the scheme of things. If the dream of National e-Governance is to be realized, we must create and rely on institutions that are suitably equipped with the right skill-sets and operating flexibilities.

## 12. Concluding framework :

‘The question is not *whether* e-Government is to be implemented, but *when* and *how*.’ We have to design appropriate architectures and frameworks, create the necessary institutional structures, partner with the private sector and implement certain core initiatives, always remembering that focus on *customer* and *content* is the key to success. After the approach paper is internally approved, a few workshops may be held at the national , state and district levels to elicit the views of all the stakeholders before finalizing the schemes.

